

Law Enforcement News

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After C-OP group's rocky start, now comes an uncertain future

Consortium enters transition stage with training, technical aid efforts

By Jacob R. Clark

After two years, two directors and \$4 million in Justice Department grants, the Community Policing Consortium, which was created to provide technical assistance and training to law enforcement agencies implementing community policing, is entering a transition period with some uncertainty about its future and questions about its past.

The consortium, which includes representatives of the Police Executive Research Forum, the International Association of Chiefs of Police, the Police Foundation, the National Sheriffs' Association and, soon, the National Organization of Black Law Enforcement Executives, is the vehicle devised by the Justice Department to spread the gospel of community policing nationwide. Its particular focus is on those law enforcement agencies receiving supplemental community-police hiring grants provided by the 1994 Federal crime law.

But funding for the consortium ran out on April 30, according to Richard Ward, coordinator of the Bureau of Justice Assistance's discretionary grant program, which initially funded the effort. Ward said that the consortium, along with other community-oriented policing programs funded by BJA, will be shifted to DOJ's new Office of Community Oriented Policing Services, which administers the police hiring program.

At press time, it had not been determined what funding O-COPS will

provide to the consortium, according to Leesa Brown, a spokeswoman for the community policing office, who said a cooperative agreement with the consortium had not yet been finalized. Ward added that O-COPS had shifted an undisclosed amount of its funds to BJA, which will "caretake" the consortium until a new agreement is signed.

The group came about through a cooperative agreement with the four organizations that was arranged in 1992 by BJA. Since that time, it has had two

than 500 agencies, said PERF executive director Chuck Wexler, a member of the consortium's executive board.

In interviews with Law Enforcement News, police officials in agencies that have received input from the consortium have generally praised its efforts. "They've been a tremendous asset to us," said Charleston, W.Va., Police Chief Dallas Staples, whose agency received an evaluation of its community policing plan from the consortium earlier this year. Its input

mandates as to our next steps."

But critics — including those directly involved with the group — say the consortium initially spent too much time on organizational matters, while the need for training and technical assistance in community policing grew exponentially. The consortium, said Jack Greene, a consortium board member who is director of Temple University's Center for Public Policy, "seemed to be adrift for quite a long while."

The situation, some believe, indirectly led to the abrupt resignation of the consortium's first director, Stephen J. Gaffigan, who was succeeded by former Tulsa, Okla., Police Chief Drew Diamond. Some observers believe that Diamond's stewardship has helped to correct the sense of organizational drift and break a logjam that was preventing the consortium from getting its services into the hands of law enforcement agencies.

Eliminating the competition

Greene and others interviewed by LEN questioned the wisdom of casting five police organizations in the role of rotating overseers of the effort, pointing out that the groups traditionally have competed with one another for grants. Each member organization gets a turn at administering the \$4 million in BJA funds granted to the consortium, which itself is not a legal entity.

"These are people who normally

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Critics take issue with the Community Policing Consortium over organizational matters, while police officials praise the group for the quality of the services it is delivering.

directors, gone through most of its funding, and produced a newsletter and a monograph on community policing titled, "Understanding Community Policing: A Framework for Action." But it was only late last year that it began undertaking its primary mission in earnest — providing technical assistance and training to law enforcement agencies.

High marks for training

As of mid-April, consortium representatives had delivered 51 regional training sessions in 28 states, training over 3,000 police officials from more

"reinforced what we already had put on paper. It reinforced to our members that we were on the right track," Staples said.

"I got the feeling that they were all there to help us," said Tempe, Ariz., Police Chief Ron Burns, whose agency received a one-day assessment of its vigorous, well-established community-policing effort from Police Foundation officials earlier this year that was attended by a cross-section of the department, as well as by city and community leaders. "They facilitated with these groups to give us a good overview of where we are and recom-

NIJ unveils plans to commission studies evaluating community policing efforts

The National Institute of Justice announced this month that it will sponsor evaluations to measure the effectiveness of community-policing programs as well as provide funding for other research on community policing-related issues.

The program was announced May 11, when NIJ's solicitation for research proposals was released over the National Criminal Justice Reference

Service Board, accessible via the Internet.

NIJ Director Jeremy Travis told Law Enforcement News that Attorney General Janet Reno has directed the agency to oversee the evaluation activities, which are mandated by the 1994 Federal crime bill. Under that law, up to 3 percent of the \$1.3-billion allocated for supplemental police hiring grants is set aside for evaluations and studies, as well as technical assistance and training.

"The language of the statute is quite specific in the kinds of evaluations and the types of measures of impact it's looking for," Travis said of the ambitious project.

Among the first projects NIJ will fund is a national evaluation of the impact of Title I of the 1994 Crime Control Act, which provides for the expansion of problem-oriented, community-based policing nationwide. NIJ expects to provide up to \$5.5 million for 20 projects in this area.

NIJ also anticipates funding up to 20 awards totaling \$3 million for evaluations of "specific issues involving

community policing," said Travis, including the impact of organizational barriers to implementation strategies, training issues, and relationships between law enforcement agencies and communities.

"We have a number of very important questions in which we want to learn from the experience of police departments that are making the transformation to community policing," he said. "We want to develop knowledge that is operationally useful so that other departments can learn from the success and failures of those who are now at the forefront."

Another evaluation project will focus on the effectiveness of various crime-control strategies, including their impact on crime rate and levels of fear. "We want to know what's working in terms of disrupting drug markets, making housing projects safer, what's working in Native American communities, transit systems and combating school violence. We want to spread the word about what's working," said Travis.

About \$2.5 million will likely be available for 20 such projects.

Another major area of study will focus on the relationship between the police and the community, including issues related to police organizational culture, styles of policing, interaction with citizens and political, economic, cultural, media and security agencies and control of officer misconduct. NIJ anticipates supporting up to six awards totaling up to \$1.5 million for this research topic.

The fifth part of the solicitation provides for locally initiated research — partnerships between police and researchers, particularly those affiliated with research institutions or universities. "I find this very exciting," said Travis. "We're asking police departments and universities to come to NIJ as partners and tell us what each brings to the table — where the emphasis is as much on the capabilities of the partners as it is on specific research and proposals."

"We want to get away from the notion that you have to rely on an annual research solicitations with a two-year research plan and another

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What They Are Saying:

"It's a shame that this small band of unruly police officers got more national coverage than the deaths of 157 police officers."

— Suzie Sawyer, executive director of the group

Concerns of Police Survivors, reacting to the rowdy behavior of some officers attending National Police Week ceremonies in Washington, D.C. (3:5)

Around the Nation

Northeast



DISTRICT OF COLUMBIA —

Antwon Liberry and Damell Murray, both 20, were arrested May 5 and charged with first-degree rape after posing as undercover police officers and abducting a woman from a downtown Washington street. The two men flashed a badge at the victim, handcuffed her, and forced her into a car. One of the men pulled a knife, and both raped her. The woman was able to escape when the men drove through a Day Bridge toll gate without paying. Police said it is unlikely that the incident is linked to six recent robberies in which pairs of men used fake badges to gain entry before committing holdups.

MAINE — The Portland Police Department is planning to add six more officers to its three-unit motorcycle patrol. Officers will attend a two-week training course in New Hampshire to learn how to stop motorists safely and when and how to pursue suspects by motorcycle. The officers will ride from April until late in the fall.

MARYLAND — A Baltimore police officer narrowly escaped being set on fire May 2 by two teen-agers on bicycles. One youth squirted gasoline into Officer Erich Deiker's patrol car, and another tried to set Deiker on fire with a long-handled butane lighter. Deiker was able to knock the lighter from the boy's hand before he could ignite the gasoline, then chased his assailants before being overcome by gasoline fumes. Deiker, 30, was taken to Johns Hopkins Hospital, where he was examined and released.

Prince George's County police say they are uncertain as to the motive behind the April 26 slaying of Cpl. John J. Novobilski, 31, who was moonlighting, in uniform, as a security guard for a Kentland liquor store when he was shot 11 times in the head, chest, and back. At first, investigators believed that a confrontation with the alleged killer, Jeffrey C. Gilbert, had led to Novobilski's death. However, police have not ruled out the possibility that Novobilski's murder is connected to the unsolved slayings of two Washington, D.C., police officers earlier in the year. Like Novobilski, both officers were shot while in uniform and in their cruisers. Police have yet to recover either the automatic weapon they believed Gilbert was armed with, or Novobilski's 9mm service pistol.

MASSACHUSETTS — Saugus police found 13 quarter-sticks of dynamite at the Augustine Belmonte Middle School May 3 after they were called in by a teacher who heard two boys bragging about explosives. Six boys between 12 and 13 years old were suspended; five face charges.

A man acquitted of killing a Boston police detective was awarded \$225,000 in April after a Suffolk Superior Court jury found that he was beaten by three jail guards while awaiting trial. Albert Lewin was found not guilty in 1990 of the murder of Det. Sherman Griffiths after two police officers were charged with perjury and key evidence had to be suppressed because it was obtained

illegally. The three Charles Street Jail guards, Lieut. Richard Flynn, Lieut. Richard Pond, and Officer Joseph Fitzpatrick, will each have to pay \$25,000 in punitive damages. Boston Mayor Thomas Menino will have to decide whether the city will pay the \$150,000 in compensatory damages.

NEW HAMPSHIRE — Swanzey Police Chief Lars Ogren resigned April 20 following a report by The Manchester Union Leader that the military has no record to support Ogren's claim of having been a POW in Vietnam.

NEW JERSEY — Nando, Morris County's new drug-sniffing dog, bit Sheriff Edward V. Rochford May 3 during a press conference held to introduce the German shepherd.

Paterson Housing Police Officer Ronald Cohen was cleared by a grand jury May 2 in the shooting death of Lawrence Meyers, 16, during a Feb. 21 drug bust. Cohen claimed that Meyers grappled with him over his service revolver, but witnesses said the two never struggled. A lawyer for the Meyers family said he would ask the Justice Department to review the case for a possible civil rights violation.

NEW YORK — The New York City Housing Police was officially consolidated into the New York City Police Department on April 30, one month after the city's Transit Police force was absorbed by the larger agency. While residents of the city's public housing developments remained skeptical about the effect the merger will have on crime in public housing, Police Commissioner William Bratton and Mayor Rudolph Giuliani repeated their pledge that the number of officers assigned to foot patrols in the projects would eventually double to nearly 300. [See related item, below.]

Police in Yonkers and Suffolk County believe they have a serial killer on the loose, who has been dismembering women -- all believed to be prostitutes -- in Brooklyn, Westchester and Long Island. Police in Brooklyn, however, doubt that the body of a woman found there in April -- missing both legs and her right arm and left hand -- is related to the other three homicides. Other than the fact of dismemberment, said Lieut. Joseph Hefner, the body found does not match the pattern.

The New York City Police Department is planning to use the same techniques to reduce crime in the city's housing projects that it has used successfully citywide. While crime in the projects has dropped somewhat over the past three years, it has not kept pace with the dramatic declines seen in the rest of the city. Total crime complaints decreased less than half of 1 percent from 1993 to 1994. The department will bolster its ongoing Operation Safe Home program, under which teams of officers are deployed to buildings for several weeks, patrolling floor by floor, getting to know residents and arresting those with outstanding warrants. Officers will also crack down on quality-of-life crimes in the projects, such as trespassing, public drinking and urinating.

Homicides in New York City dropped by a whopping 39 percent

during the first four months of this year, but officials say that by year's end the overall decrease will be less dramatic. Police Commissioner William Bratton told business leaders at a Citizen's Crime Commission breakfast meeting that the decline can be attributed to the strategies he and Mayor Rudolph Giuliani put into place. The decline is unlikely to continue at its current pace, said one law-enforcement official, because the first four months of 1995 were being compared to the same period last year, before the new strategies were in place.

PENNSYLVANIA — Fourteen suspects were arrested April 27 when more than 400 Philadelphia police officers swept through a two-square-block area in an attempt to crush a cocaine and heroin ring. According to U.S. Attorney Michael R. Stiles, the ring did about \$4 million in business annually over a 10-year period.

RHODE ISLAND — The Providence Police Department is being sued by a citizens' group for failing to turn over copies of complaints alleging police brutality. The city insists that the group pay \$720 in costs to delete specific names as a privacy measure, while the group suggested a fee of 15 cents per copy and \$15 per hour for clerk time.



ALABAMA — State prison inmate Michael Anthony Austin filed a Federal lawsuit May 8 challenging the state's reintroduction of chain gangs. He says the practice constitutes cruel and unusual punishment that has caused him mental anguish, stress, pain and suffering. Some 300 inmates from the Limestone Correctional Facility were put to work on May 3, picking up trash and cutting down weeds along roadsides. The prisoners were bound together with chains and ankle bracelets weighing just over three pounds. Each 40-man squad was watched by a single guard armed with a 12-gauge shotgun. Although the plan has been criticized, Corrections Commissioner Ron Jones said that in the face of soaring prison populations and costs, the state must find ways of making incarceration cheaper. Jones has already eliminated cable television from inmates' cells and discontinued serving coffee, except on Sunday mornings.

FLORIDA — Nat Glover became the state's first black sheriff April 11, after handily defeating two opponents to become Jacksonville/Duval County sheriff Glover, who reired from the sheriff's department in February after serving 28 years, succeeds Jim McLellan, who did not seek reelection.

LOUISIANA — New Orleans police, together with security personnel for Harrah's Jazz Co., implemented an elaborate plan to blanket the area around the temporary casino at the Municipal Auditorium beginning May 1. Some \$6.6 million will be used to pay for police overtime expenses. According to City Chief Administrative Officer Marlin Gusman, the police department's new Gaming Division will not de-

crease protection in other parts of the city. In fact, he noted, staffing at all eight police districts will be increased because of the rise in crime expected to be caused by the casino. A minimum of 21 officers will work round-the-clock in the casino zone on weekdays, with the number expanding to 33 on Fridays, Saturdays, and Sundays. In addition, enhanced lighting will be provided on those streets considered the primary access points from the French Quarter to the casino.

New Orleans police officers Sammie Williams and Larry Smith pleaded guilty late last month to drug charges and agreed to testify against seven other officers accused of corruption and other misconduct.

SOUTH CAROLINA — Acting at the request of local merchants, Columbia Police Chief Charles Austin said May 1 that he hopes to implement a legally viable plan to limit panhandlers to designated areas, rather than continuing to let them wander along downtown streets.

VIRGINIA — Salar Omar Karim, 33, an Iraqi immigrant, faces charges of maliciously wounding Fairfax County Police Officer Stephen M. Needles after he doused Needles with gasoline May 1 and set him on fire. Needles, 29, was badly burned over 30 percent of his body, including his face, hands, legs and torso. Officers Mark E. Royer and Aaron M. Kush were also injured, having dragged Needles from the apartment building where the attack took place and extinguished the flames. Karim allegedly threw a container of gasoline out of his apartment door onto the officer and ignited it.



ILLINOIS — A former Chicago police officer was sentenced to 8 1/2 years in prison April 26 for robbing three businesses while on-duty and in uniform, and for committing a fourth holdup while he was under investigation for the earlier robberies. Leonard Kurz, 42, told the court that his actions were those of a burned-out cop who had given up on the legal system. Kurz's partner, Rick Runnels Sr., was convicted previously and is awaiting sentencing. Kurz and Runnels went on a crime spree in 1988, robbing a transmission shop, a tavern and a car wash. Kurz and Runnels also severely beat the owner of the transmission shop when he threatened to tell police officials of their actions. One man was held in jail for 29 days on a bogus gun charge Kurz made to give himself an alibi after the car wash robbery.

KENTUCKY — Federal officials announced May 8 that Lexington Police Sgt. Philip Vogel will not be prosecuted on civil rights charges due to insufficient evidence. Vogel, who is white, killed a black teen-ager, Antonio Sullivan, last October. The incident touched off racial disturbances. (See LEN, Dec. 15, 1994.)

MICHIGAN — Theresa Kozicki, 26, died May 8 from injuries she sustained after jumping from a fifth-floor win-

dow at Detroit police headquarters. Kozicki was being questioned about a murder. It was the third such incident since April 1993.

Wayne County Sheriff Robert Ficano said May 3 that he will try to seize the assets of four drug dealers working in an area where an addict is accused of murdering her infant daughter. The men are civilly liable, he said, because they participated in the drug market.

OHIO — The State Highway Patrol is hoping to establish auto-crime investigation units in each of its 10 districts like the post it now has in Blue Ash. The lot and garage hold about 50 vehicles that were used in crimes or were stolen, and were subsequently seized by police.

WISCONSIN — Investigators said May 8 that Janesville undercover police officer Joe Zwaska had been drinking before he fatally shot 15-year-old Leon Kelley. Tests showed that Kelley had marijuana traces in his blood.



IOWA — Two escaped prisoners were recaptured after a Cedar Rapids police officer pulled them over for a seat-belt violation. Tommy Lee Zeien Jr., 20, of Mount Auburn, and William Joe Ealy, 23, of Marengo, broke through a fire door in the dorm area of the Iowa County Jail into a waiting escape vehicle. The driver, 17, was taken to a juvenile detention center and charged with conspiring to aid the escape. Zeien, jailed for a violating probation on a burglary conviction, and Ealy, awaiting trial for burglary, were both charged with escape.

MISSOURI — A bill that would allow children as young as 12 years old to be tried as adults for felonies is expected to be signed by Gov. Mel Carnahan.

MONTANA — Three Canadians from Saskatchewan were charged earlier this month with attempting to smuggle \$35,000 worth of liquor and cigarettes across the border into Canada. Three vehicles and the contraband were seized, officials said.

NEBRASKA — Starting next fall, students at the University of Nebraska-Lincoln will have to store their guns at the campus police station. Currently, students are allowed to check their weapons with dormitory supervisors.

Former Boone County sheriff's deputy Keith Fisher, 26, of Cedar Rapids, was charged in April with stealing two .12-gauge shotguns from the evidence locker at the sheriff's department. Both guns were later sold by Fisher at a gun shop for \$225. The weapons had been discovered missing by another deputy.

SOUTH DAKOTA — Armored personnel carriers will be added to the Highway Patrol's fleet in Rapid City, Aberdeen, and Sioux Falls. The vehicles will transport officers during riots, hostage situations and other incidents.

WYOMING — Authorities arrested a

Around the Nation

youth earlier this month and charged him with the shooting death of Lieut. Steve Crerar, 62, of the Fremont County Sheriff's Department. Crerar was shot in the head April 30 after the youth grabbed Crerar's gun while en route to the state Boys' School.

and Ron Goldman. A matching glove was discovered at the crime scene earlier. The lawsuit says Toobin's article exposed Fuhrman to "hatred, contempt and ridicule" and destroyed his reputation as a police officer.

A strategy of stepped-up enforcement by the Border Patrol in San Diego County has been proclaimed a success by Immigration and Naturalization Commissioner Doris Meissner. During its first six months, Operation Gatekeeper resulted in a 40-percent drop in the apprehension of illegal immigrants in the Imperial Beach area, once the most heavily used route. The strategy calls for heavy enforcement along the San Diego border thus forcing illegal immigrants to try crossing into the mountainous areas to the east where they are more easily apprehended. The number of apprehensions has soared 207 percent in Chula Vista and 1,712 percent in Campo. The effectiveness of Operation Gatekeeper will be measured by a study on repeat crossings along the San Diego border, which is expected to be released soon.

Los Angeles Police Chief Willie Williams last month disbanded a police unit that investigated officer-involved shootings. Those cases will now go to robbery-homicide investigators.

Ten out of 14 inmates were captured within hours of what authorities are calling the largest jailbreak in Los Angeles County history. The escapees, including five accused murderers, got out through a hole in the ceiling of a 96-person holding cell at the Peter J. Pitchess Honor Ranch maximum-security facility.

Seventy-four million rounds of assault-type ammunition were confiscated by Federal agents in Santa Clara

May 3 from a weapons importing business. The ammunition, said to be enough to fill nearly 10 railroad cars, had false papers and came from an embargoed country, according to the Customs Service. An estimated 23 tractor-trailer trucks will be needed to haul away the ammunition, worth about \$24.5 million wholesale.

NEVADA — Elko parents were warned by police in May about the Jolly Roger Cookbook, a computer document that gives flawed instructions on bombmaking that could result in unintentional explosions.

OREGON — Portland city officials are said to be angered by an arbitrator's reinstatement of Police Officer Douglas Erickson, who had fired 22 times at Gerald Gratton Jr., an unarmed, fleeing suspect. Gratton recovered. Officials called the reinstatement second-guessing.

Larry Gibson, a former sheriff's deputy in Roseburg, was sentenced to 36 months in jail for the 1991 disappearance of his 2-year-old son, Tommy.

A robber who helped steal \$346,770 in one of the nation's largest automated teller scams in history was robbed of \$60,000 as he tried to deliver some of the stolen cash to his lawyer as part of a plea bargain agreement. A stolen bank card allowed David Gallagher and four accomplices to steal from 48 ATM machines on Nov. 18. Due to a computer software problem, they were able to exceed the usual \$200 daily limit on some 724 withdrawals made on phony ATM deposits. Gallagher was on a weekend release from jail when he was confronted by gunman Justin Morris, 20. Morris took off with the money, tossing some of it in the air as he was cornered by patrons from a nearby bar.

'Blue wall' thwarts NYPD probe of Police Week rowdies

New York City police officials have so far failed to penetrate the blue wall of silence that has blocked their efforts to identify scores of officers who are said to have turned a trip to Washington, D.C., to honor slain comrades into a boozy bacchanal.

As of May 26, internal affairs investigators had interviewed five captains—the first supervisors to be questioned about the allegations—and had begun questioning lieutenants. Next to appear will be about 30 sergeants, then the investigators will begin to interview some of the estimated 800 to 900 officers who attended National Police Week ceremonies during the week of May 14.

Most of the rowdiness allegedly occurred May 14 and 15—the day of a solemn ceremony that was attended by President Clinton and scores of law enforcement officials nationwide who gathered to unveil the names of slain officers that are added to memorial's walls each year.

About 50 New York police officers allegedly romped naked through hotel hallways—and some slid nude down a beer-slicked escalator. They reportedly harassed other guests at their Washington hotels, groped men and women, set off fire alarms and fired their pistols out of hotel windows. The New York Daily News reported May 24 that the free-for-all didn't end there: New York cops are also suspected of vandalizing the National Law Enforcement Officers Memorial by scrawling "NYPD" and "44" near the name of Sean McDonald, an officer with the 44th Precinct in the Bronx who was killed last year and whose name was among 298 added to the monument's walls this month.

The incident sparked nationwide outrage and drew condemnation from both inside and outside the Police Department, which is already reeling from yet another drug-related corruption scandal uncovered last month. Police Commissioner William Bratton vowed that any officer found to have taken part would be fired, and Mayor Rudolph Giuliani urged officers who witnessed any of the incidents to come forward.

Bratton acknowledged that it is unlikely any officers will "rat" on the "nitwits" and "morons" who he says brought dishonor to the department—a stance he said would effectively torpedo efforts to identify those who engaged in misconduct.

Craig Floyd, chairman of the National Law Enforcement Officers Memorial Fund, told Law Enforcement News that he didn't view the scrawls near McDonald's name as an act of vandalism.

"Obviously, we highly discourage people from writing on the memorial because any markings on the stone can be harmful to it in both the short and long term," he said, adding that he hoped the graffiti on the wall's surface could be easily removed.

Floyd, who said about 10,000 people attended Police Week activities, said he preferred to dwell on the positive aspects of the event, which he said gave law enforcement a chance to fight off "attacks by the media and others" and tell "the other side of the story—the courage and heroism of law enforcement officers."

The reports of rowdiness among some of the partying officers have probably been "overstated," said Floyd. "I don't think that was typical of the behavior of the thousands who did attend. As far as I could tell from my vantage point, participants behaved in a very appropriate manner."

Suzie Sawyer, the executive director of the Concerns of Police Survivors, an association that provides support and services to the families of slain officers and which plays a major role in Police Week activities, said the group would prefer to "just let [the incidents] die."

But when informed by Law Enforcement News about the defacing of the memorial, an angry Sawyer said the group was "extremely extremely disappointed that a small percentage of the people who attended National Police Week could bring dishonor to activities that we've worked 14 years to put together. It's a shame that this small band of unruly police officers got more national coverage than the deaths of 157 police officers."

No such thing as free lunch? Maybe not for some in Illinois

They may not get free lunches, but officers in some suburban Chicago police departments might say yes to a cup of coffee provided gratis by restaurant owners.

The Chicago Tribune reported recently that several police agencies have struggled with the question of whether officers should accept "freebies" from local merchants. Those agencies that do prohibit officers from accepting free food or drink from restaurants sometimes incur the wrath of business owners.

The Elgin Police Department provides a case in point. A few years ago, officials instituted a policy that barred officers from accepting offers of free food and drinks. The grumbling of officers was drowned out by protests of the business community, recalled Deputy Chief Jim Burns.

"We got a lot of calls from businessmen in town who said, 'If I want to give an officer a cup of coffee, it's my business, not yours,' Burns said. "They said, 'You're not going to tell me how to run my restaurant.' Some businessmen were very adamant about that. They like the cops

and they want 'em there."

The department ended up drafting a policy that barred officers from soliciting anything, and recommended that they accept nothing for free. It is one of a number of differing policies adopted by suburban Chicago police departments to address what Burns referred to as the "touchy question" of accepting freebies.

Some agencies strictly enforce policies against accepting anything from merchants, believing that free gifts or discounts might compromise an officer's objective enforcement of the law, or serve as a possible precursor to corruption. Other departments see a free cup of coffee shared over a counter with a restaurant owner as a way of maintaining good public relations with constituents.

"They like the fact that the police come there more often for a cup of coffee," said Des Plaines Police Officer Christopher Terrazino, who heads the local police union. "It's a nice tradeoff for them."

Recently, Schaumburg police officers were ordered to stop accepting free food and drink from local restaurants. The order came on the heels of a

consultant's report that found officers had a "casual attitude" about soliciting and accepting gratuities. Similar police department policies are in effect in Crystal Lake and Arlington Heights.

"Whenever somebody gives you something for nothing, there is always a price to it," said Chief Keith Nygren of the Crystal Lakes Police Department. "It's a very bad practice."

Other agencies allow a little leeway in regard to accepting free meals and drinks. In Des Plaines, said Police Chief Bob Sturini, "if an officer goes into a place and a person offers him a free cup of coffee, it's not mandatory for the officer to stand there and argue with that person and say, 'I can't take that.' The key is there's no special tradeoff. Accepting a coffee, we don't have a problem with. Soliciting, we have a problem with."

Woodstock police Sgt. Steve Bozer said officers there cannot accept any tips or gratuities, but if national restaurant chains have a policy of offering free coffee to cops, "that's fine."

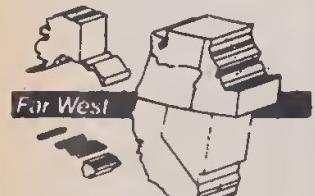


ARIZONA — Tucson officials ruled May 3 that police officers and Pima County sheriff's deputies will no longer be allowed to wear shorts in the summertime. Long pants, they said, offer better protection and project a more professional and authoritative image.

COLORADO — A Jefferson County sheriff's sergeant and two others were shot to death April 28 and one other person was wounded after a man opened fire at a Littleton supermarket. Albert L. Petrosky, 35, who was said to have been distraught about marital problems, walked into an Albertson's store wearing a bulletproof vest and armed with a pistol, an assault rifle equipped with a bipod, and a rifle fitted with a telescopic sight. He shot his wife, Terry, 37, and the store manager, Dan Suazo, 39. He then went outside and began shooting randomly, hitting a woman in the leg. Sgt. Timothy Mossbrucker, 36, was fatally wounded in the chest, face and abdomen as he emerged from his patrol car. Petrosky's wife had recently obtained a restraining order against her husband, claiming that she had been verbally and physically abused by him.

NEW MEXICO — The firings of two Sandoval County sheriff's officers accused of being paid by private companies while on county time were upheld last month by a hearing officer. Nine officers have been disciplined for pay irregularities.

TEXAS — Forty-eight people were rescued by the U.S. Border Patrol in Harlingen May 10 from a sealed railroad car that they used to enter the country illegally. Conductors heard pounding as the temperature inside the car hit 95 degrees. Five people were hospitalized for dehydration.



CALIFORNIA — Los Angeles police Det. Mark Fuhrman has filed a \$50-million libel suit against New Yorker magazine for publishing an article that suggested he may have tried to frame O.J. Simpson. The three-page article by Jeffrey Toobin, published on July 25, 1994, called Fuhrman a "rogue cop" whose deep-seated racism could have led him to remove a bloody glove from the crime scene and plant it at Simpson's estate. Fuhrman testified that he found the glove at the Simpson estate the morning after the June 12 murders of Nicole Brown Simpson

People & Places

Prophet margin

FBI special agent William Tafoya, one of the nation's leading police futurists, attended a reception in New York City in 1990, where he met then-Mayor David Dinkins.

"I've heard of you," said Dinkins, "you're Doctor Doom."

"My retort," said Tafoya, who is retiring next month after 20 years with the bureau, "was that I preferred to think of myself as the Paul Revere of policing, warning of impending danger. But that comment has followed me all of these years."

Tafoya, who taught at the FBI Academy at Quantico, Va., from 1980 to 1991 before transferring to the San Francisco field office, has since the mid-1980s built a reputation as one of the nation's leading forecasters of future trends in crime and law enforcement. In what is said to be the first such uses of the information superhighway, Tafoya also set up the Internet sites devoted to the Oklahoma City bombing investigation and the Unabomber case.

Unfortunately, some of the predictions he made in a 1986 study have already come to pass. "For example, 1995 was the year of a forecast for a dramatic increase in terrorism in the United States," he told Law Enforcement News recently. "The 1990 forecasts were for increases in violent crime involving drugs and automatic weapons, as well as an increase in computer-related crime."

Tafoya, who started his law enforcement career as a Pacifica, Calif., police officer in 1969, said he conducts his studies not to alarm anyone, but "to try to encourage law enforcement executives and policy-makers to reassess their priorities and decide how they will deal with [the possibilities]."

As for the future, Tafoya predicts a "dramatic increase in right-wing militancy," "a continued escalation of violence from now to the end of the decade," and "an increase in computer-related crimes, more specifically crimes involving the use of high technology."

"It won't be anecdotal," he said of the latter trend. "It's going to be a significant increase that will really grab people's attention. We're going

to be hit with a double-barrel of high technology-related crime as well as traditional violent crime, with a tremendous increase in firepower being deployed."

There is little evidence, Tafoya says, that government or society is doing anything to alter the course of events. "I don't see the amelioration of the social conditions that are the breeding ground for crime. I don't see a sympathy on the part of the general public or on the part of policy-makers. That's unfortunate because a callous attitude will only exacerbate the problem."

Tafoya, who has a doctorate in criminology from the University of Maryland, said he is particularly concerned about the generation of crack-addicted children born in the 1980s who will come of age toward the end of the decade. Very little is being done to address their needs, he said, and many will grow up in an environment of poverty and neglect.

"By allowing these kids to grow up without any kind of government intervention, we have the potential for seeing the kind of violent offender the likes of which we've never seen in America before," he said. "The so-called first wave of crack babies are already having behavioral problems in schools. They'll be coming to the attention of law enforcement soon."

Although still undecided about his own post-retirement future, Tafoya said he will continue his involvement with the Society of Police Futurists International, which he helped found in 1991. The group will hold its first self-sponsored symposium in October in Chicago.

Quick thinking

A member of the U.S. Air Force Security Police whose quick action stopped a shooting rampage at a Washington air base that had left five dead was recently honored with the Air Force's highest security police award.

Senior Airman Andrew P. Brown, who is now assigned to the 15th Security Police Squadron at Hickam Air Force Base in Hawaii, received the Col. Billy Jack Carter Award at a ceremony held April 26 at Offutt Air Force Base in Nebraska. Brown was cited for

his efforts to stop a gunman, later identified as former Airman 1st Class Dean Mellberg, whose shooting spree at the Fairchild Air Force Base hospital complex on June 20, 1994, left five people dead and 23 others wounded.

The award is named for the first career security police officer to become chief of the Air Force Security Police. It is presented to a military, civilian or contract employee who makes the most significant contribution in protecting Air Force personnel and property.

Brown said he was proud to receive the award, even though he had to kill the suspect to prevent more bloodshed. "Looking back, I have to remind myself of what could have happened had I not been there," Brown told the Air Force News Service. "A lot of other innocent people might have died."

Brown, who was on bicycle patrol that day, was chatting with a gate guard when he received a call over his radio that shots had been fired at the hospital, which is located outside the base perimeter. He raced to the hospital parking lot, where he saw scores of screaming people trying to escape the building.

Brown tried to determine where the gunman was but got conflicting reports from people at the scene. As he neared the building, he spotted Mellberg, who was armed with an assault rifle. "I got off my bike, drew my weapon, crouched down and shouted, 'Police, drop your weapon!'"

But Mellberg ignored the order and continued shooting at people. Brown fired four shots from his 9mm pistol, hitting Mellberg twice. By then, authorities had arrived on the scene and Brown helped them search for a second gunman said to be at the scene — a report that turned out to be false — and assisted in the evacuation of dazed survivors from the area.

"His performance under pressure surpassed the expectations of our profession," said Lieut. Col. Dennis A. Hunsinger, Brown's former commander at the 92d Security Police Squadron headquartered at Fairchild. The Port Orchard, Wash., native "faced the ultimate challenge of a law enforcement patrolman and won the battle," Hunsinger said.

Brown's valor prompted President Clinton to recommend that he receive the Airman's Medal for heroism. Gen. John M. Loh, commander of the Air Combat Command, presented that award to him last June 30. He also received an award from Spokane, Wash., officials and another from the International Police Mountain Bike Association.

A fresh look

A homicide expert who recently retired from the FBI has returned to Palatine, Ill., the scene of a still-unresolved mass murder that has haunted investigators since it occurred over two years ago, in hopes that his skills might help break the case.

James Bell, a former Salt Lake City police official who spent over a decade with the FBI helping local law enforcement officials solve the nation's most infamous crimes, returned to Palatine recently to coordinate the task force trying to solve the murders of seven employees of Brown's Chicken



Let there be light

U.S. Attorney General Janet Reno (r.) and Sue Lange, president of Concerns of Police Survivors, light a candle in honor of officers who died in the line of duty, during ceremonies at the National Law Enforcement Officers Memorial in Washington, D.C. The names of 298 officers who lost their lives were formally added to the memorial, including 157 who died last year. (Photo: Peggy Harrison)

& Pasta restaurant.

Bell has been involved in the case nearly since it began. He was one of three major-case specialists from the FBI who came to Palatine two days after the murders of the restaurant's two owners and five employees — a case that has stumped investigators. Bell, 42, now comes back to the city of 32,000, located just outside Chicago, at the invitation of the Palatine Police Department.

"These cases are very complicated and very difficult to put together," Bell told The Chicago Tribune. "I've learned from the mistakes other people have made."

Bell honed his skills by interviewing about 125 detectives from all over the country who were assigned to investigate some of the nation's most notorious crimes, as well as by compiling a comprehensive study of the serial killer Ted Bundy. Out of that, Bell developed a systematic way of investigating major cases that scrutinizes every issue investigators rou-

tinely confront, from dealing with the media to addressing the stresses that unsolved cases place on those trying to crack them.

"Most of the pressure is put on them by themselves," said Bell, a former instructor at the FBI Academy in Quantico, Va. "I mean, it becomes your sole goal to solve that case."

Bell's first visit to Palatine lasted two weeks, but since then, he has kept in touch with the task force, which has followed through on hundreds of leads but has yet to zero in on a suspect. Palatine officials quickly approved the Police Department's request to hire him at a salary of \$41,500 a year.

"We had an opportunity to get him, and we are always looking for a fresh perspective," said John Kozol, the Police Department's investigations section commander. "We'll do anything to solve this case."

Now Bell is reviewing piles of leads both old and new. "It just takes one person with the right information" to solve the case, he observed.

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Peter C. Dodenhoff

Editor/Associate Publisher

Jacob R. Clark
Staff Writer

Mary Mele
Subscriptions

Contributing Writers: Ordway P. Burden. Field Correspondents: Hugh J.B. Casady, Jack Dowling, Tom Gitchoff, T.L. Tyler, Ron Van Raalte

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Town's police slammed over murder probe

It seems a story worthy of a Hollywood treatment of small-town policing: An officer charged with — and acquitted of — murdering his girlfriend and their son; a police chief forced out of office and two of his top aides fired; the chief subsequently charged with theft of police equipment, and two damning reports criticizing the way the double murder was investigated.

But the story is no made-for-TV movie — it is a very real saga that has tormented the town of Valdosta, Ga., and its 102-officer Police Department for more than a year. The simmering tale reached a new boil in mid-April, with the forced resignation of Police Chief Charlie Spray and the dismissals of Assistant Chief David Whitfield and Maj. Remer Croft. The trio, who averaged 26 years experience with the agency, had been suspended with pay since the acquittal in February of Police Officer Maurice Cassotta, who was on trial for the murders of his girlfriend, Donya Jones, 21, and their 2-year-old son, Seth Cassotta.

City officials forced Spray to resign and fired Whitfield and Croft on

April 11, one week before the release of a report by the office of Georgia Attorney General Michael Bowers on the Police Department's botched handling of the March 30, 1994, slayings. Det. Carl Smith, a 12-year veteran who also had been suspended, was allowed to return to his job.

And on April 13, Spray was arrested on nine counts of felony theft for allegedly stealing vehicles and equipment given to the Police Department by a state agency. The Georgia Bureau of Investigation is to present its findings in that matter to a grand jury "in the near future," said John White, assistant special agent-in-charge of the GBI's Thomasville office.

Capt. Ronnie Bennett, a 28-year veteran who had been appointed acting chief Feb. 24, will remain in the post as the city proceeds with a nationwide search for a new chief, said City Manager Michael Cason.

Whitfield and Croft appealed their firings, but Cason turned down their appeals on May 8. "They had committed an intolerable offense as far as we were concerned," he told LEN shortly

after the decision.

Cassotta, who has returned to work and is assigned to the Police Department's records division, was accused of killing Jones and their son, whose bodies were found in a bathtub in the home he bought for them in 1993. The six-year veteran was acquitted Feb. 20 following 25 hours of jury deliberation at the close of a sensational trial.

The killings, which Valdosta police initially ruled a murder-suicide, are still under investigation by the Lowndes County Sheriff's Department and the GBI, according to Bennett, who told LEN that the Police Department is no longer active in the case.

Following Cassotta's acquittal, prosecutors charged that potentially incriminating evidence may have been destroyed by officers at the scene of the crime. The controversy prompted Gov. Zell Miller to order Bowers to undertake an investigation of the Valdosta Police Department's handling of the case police officials on March 8, one day after the Georgia Association of Chiefs of Police released its own critical report on the way the murder

probe was handled.

"This case can best be described as a conspiracy of ignorance. The investigation into the deaths of Donya Jones and Seth Cassotta was handled in such an inept, sloppy and reckless manner as to possibly indicate criminal conduct. However, it is unlikely we could show the requisite criminal intent to sustain a conviction," the Attorney General's report stated.

The report, whose findings mirrored conclusions drawn by the Georgia Chiefs' Association, cited "evidence of unprofessional and deceptive conduct, misstatements of material facts, and malpractice on the part of several of the Valdosta police officers involved in this case." Among its findings:

¶ Spray concealed evidence from the prosecution by withholding information about personal letters Cassotta wrote to the Chief while the officer was in jail awaiting trial. Spray also concealed evidence from the prosecutor by not telling him about a 1987 letter he wrote requesting that Cas-

Continued on Page 10

Valdosta's top cop sees hope

Acting Valdosta, Ga., Police Chief Ronnie Bennett says the agency is doing its best to regain the confidence of residents, following the revelations of deception and cover-up during the investigation of the double murder in which a police officer was the prime suspect.

In an interview with Law Enforcement News, Bennett acknowledged that the town's faith in the department had been badly shaken in the months since Officer Maurice Cassotta's acquittal on charges he murdered his girlfriend and their son. The botched investigation of the murders resulted in the forced resignation of former Chief Charlie Spray and the firing of two other top police officials last month. But, said Bennett, "We've seen the light at the end of the tunnel—and it ain't a tunnel."

Bennett said he and Assistant Chief John Fason have been "working day and night" to try to restore confidence in the agency.

"We've done a lot of public relations to let the people know that 97 out of 102 of us haven't been investigated," added Bennett. "The Police Department is still going strong and the officers have gone the extra mile to deal with the public, knowing that their feelings have been ruffled."

Bennett said he has also taken steps to eliminate the kind of investigative lapses that drew damning criticism from both the Georgia Attorney General's Office and the Georgia Association of Chiefs of Police, which made several recommendations to the department to improve homicide investigation procedures.

"We've made the minor changes that we could make until the budget comes out," he told LEN. "But there are incidents out there by a few law enforcement officers who have gone too far and we will continue to point these out."

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C-OP consortium has its work cut out

Continued from Page 1

compete with each other for grants," Greene observed, "and somehow they've worked out a relationship where I guess they don't have to compete on this one. Nor is there any other competition in the process. It became a done deal."

Unlike most Justice Department projects, there was no competitive process of proposals and bids that preceded the establishment of the consortium.

Consortium officials admit there were initial difficulties in getting rival groups together for a common cause, but any differences have since been put aside. "We all have a common interest here, and that's to help our membership and help the profession with the delivery of services," said Diamond. "This is a collaborative effort between the Government and these major police organization."

Selective service

Nor is it clear how certain organizations were selected to be part of the consortium and why other groups were left out. "It's not clear to me what each one of the organizations brings individually to the process and how agencies got selected to be part of the process," Greene said. "What is clear to me is that the process was not competitive. And the process itself for the first year was pretty invisible."

Advisory board members, Greene added, were in many cases reduced to rubber-stamp status, without being apprised of decisions made by the consortium's executive board. "We were there to be informed of them, but not to participate in them," he said.

Critics contend that the arrangement effectively shuts out other individuals or institutions who have conducted research, assessment and evaluation studies of the popular community-policing philosophy. "I'm not sure that it doesn't also exclude lots of other people and institutions who have real investment in community policing," said Greene. "These national professional standards organizations kind of took the mantle of this responsibility, but what happens to hundreds of very good folks who are working in agencies and academic institutions who

could have a lot to do in the development of this?"

FOP'd off

The arrangement also sits poorly with officials of at least one of the nation's largest police organizations, the 170,000-member National Fraternal Order of Police. "As the largest police organization in the world, we feel that we have a role to play in any development of community policing philosophy or implementation of that philosophy," said FOP executive director Jim Pasco. "We've got a role to play and we should be involved."

Pasco went on to note that the consortium membership ignores a group that represents the rank-and-file officers — those "who are actually going to be doing" community policing — especially when community policing

agreement-oriented groups oversee the consortium's efforts. "In terms of implementing programs in police departments, it's traditionally an administrative and management responsibility," said Hubert Williams, the Police Foundation president. "It's not unusual here. This is a longstanding tradition."

"Too many hands spoil the broth," added NSA executive director Charles "Bud" Meeks. "And where do you stop from there? Do you bring in IBPO [the International Brotherhood of Police Officers], the AFL-CIO and all the other unions?"

Adding momentum

The development of the consortium gained momentum with the arrival of the Clinton Administration, since the President used community policing as a centerpiece of his anti-crime proposals, including Federal funding to hire 100,000 community police officers nationwide.

The Bureau of Justice Assistance had been involved in spreading the philosophy long before, however, providing grants and other assistance to departments that wanted to explore the concept. BJA developed the consortium concept "with the whole idea of bringing national organizations together around a prominent theme — community policing — and bringing the best resources together to promote and develop it," said PERF's Wexler.

Consortium members, added Williams, are "equal partners" who "collectively have worked to establish a framework for community-oriented policing nationally." However, Greene pointed out that limiting membership in a consortium tends to defeat the purpose of such a group. He characterized the makeup of the consortium "as an accommodation among four or five major public-interest groups in Washington."

The consortium got underway with a review of existing literature on community policing and conferences with experts to develop a "framework" for community policing — a kind of organizational recipe for agencies seeking to adopt the concept. "When you talk to people about community policing, everyone seems to think they're doing it," said Wexler. "We felt it was important to define terms and organizational strategies."

The monograph developed by the consortium traces the roots of community policing, defines its two "core components" — community partnership and problem-solving — and outlines basics and strategies of departmentwide implementation. The framework was developed, Diamond stressed, not to dictate to agencies how they should go about implementing community policing, but to define basic precepts and to provide suggestions for implementation and for overcoming difficulties in getting programs off the drawing board.

"Community policing has a definition and major components that have to work together," said Diamond. "There's a common thread in training about how you do things these things. . . . How you implement it might take all kinds of different forms. I can look at other people's implementation ideas, but then I have to find what fits for my community."

The monograph contains some "very clever and interesting ideas," Greene

observed, but added that it exudes a "one-size-fits-all mentality."

Taking its act on the road

Following the publication of the monograph, the consortium set about developing core training modules to address orientation, implementation, strategic planning and problem-solving issues. Trainers were deployed to designated sites to put the curriculum into practice.

Most of the initial sessions occurred in the 16 jurisdictions participating in BJA's Comprehensive Communities program, which Ward said was "designed to bring together all of the key stakeholders — politicians, the business community, social-service agencies as well as law enforcement — dealing in public safety issues, to develop a comprehensive, jurisdiction-wide strategy" to attack those problems. Its basic tenet, he said is that crime is a social problem that must be solved by jurisdictions, not just police.

Since then, 16 other demonstration sites — those deemed to have well-established community police programs — have participated in seminars and facilitating sessions with consortium officials, who hope those agencies can provide programs that can be easily replicated by others. So far, said Diamond, that effort has paid off.

"Nobody has the people or the money to provide ongoing training to all 17,000 police agencies in the country," he said, "but what we have been very effective at is designing curriculum, regional training and some demonstration site training where people can learn from these things and replicate them nationally."

Added Wexler: "We're hoping that

Some of its efforts met with difficulties, he noted, because some cities were further along than others in the implementation of community policing. "Some cities are just thrilled to have you there to bring in strategies on problem-solving or information-management systems. But in other cities, their information curve is much further along that they require a higher level of sophistication," said Wexler.

Pending finalization of the move to O-COPS, the consortium is about to enter its third phase — an expansion of training and technical assistance efforts to agencies receiving Federal police hiring grants. "They're now starting to do work with state agencies on 'train-the-trainers' programs that will give them the capacity to do the training themselves because it's clear that this demand will continue to be very high," Wexler said. "That will be the real challenge for the consortium in Phase III — how to deliver the training to a much larger audience while maintaining a high level of quality."

Phase III will also mark the beginning of NOBLE's participation in the consortium. NOBLE, along with the Police Foundation, will have primary responsibility for "partnership training at the community level" — getting the community to participate in police departments' community policing efforts, said executive director Ira Harris, a former Chicago police official.

In addition, Harris said, "We'll be going to departments to conduct need assessments before we develop training curricula because each will be tailored to the respective jurisdictions."

At press time, it was unclear what changes — including funding — could be in store for the consortium once it becomes part of the Office of Community Oriented Policing. Ward noted that 3 percent of O-COPS' \$1.3-billion budget is earmarked for technical assistance and training, but went on to note that the consortium would not get all of that. Whatever the amount, said O-COPS spokeswoman Brown, officials at the community policing office will "be very interested in monitoring how [the funds] will be used."

Still under discussion is the possibility of adding more members, Brown added. "Part of the philosophy of O-COPS and community policing in general is to be inclusive and to be broad-based," she said. "That's an organizational value that we hope will be reflected in the consortium."

Consortium sources, however, said they were confident the group would get the money to fulfill its mission.

"[O-COPS] won't have to develop a large training component," Diamond noted. "They get an up-and-running group of people who are already connected to policing nationwide. It's a win for the profession, for the communities and for the Government."

Joseph Brann, the former Hayward, Calif., police chief tapped by President Clinton last December to head O-COPS, was unavailable for an interview with LEN, but in a prepared statement he praised the consortium's work, saying it has played "a pioneering role on thinking and working through many issues on the implementation of community policing."

"I intend to work with the consortium and build on their work to help meet the information needs of our grantees," he wrote.

Who should be in the consortium — just executives, who set the agency's tone from the top, or the rank and file too, "who are actually doing" community policing?

purports to be based on a participatory, "bottoms-up" style of management,

The consortium itself acknowledges — at least on paper — the "enhanced role" officers play in implementation of the philosophy. Its monograph, "Understanding Community Policing," notes that "under community policing, command is no longer centralized, and many decisions now come from the bottom up instead of from the top down. Greater decision-making power is given to those closest to the situation. . . ."

Consortium representatives disagree with Pasco's argument, insisting that since police executives set the tone for their agencies, it is proper that man-

As the consortium moves to a new home in the Justice Department, members await whatever changes may be in store — including funding levels.

each of these different sites will develop a specialty, such as expertise in management systems, for example, so they can assist [other agencies] in their own area and serve as models for the region and the rest of the country."

The second phase also involved trying to meet training and technical assistance needs of agencies applying for supplemental police hiring grants. The massive effort put a strain on the consortium, according to Wexler.

"You had, at one time, an incredible demand for training and technical assistance to these agencies, while at the same time, trying to develop core modules. That was a gigantic job because it was almost as though the whole country was focused on community policing, and the consortium was playing the role of bringing all of these resources together, while, at the same time, trying to get training and technical assistance delivered out in the field," Wexler said.

Local partnerships sought for NIJ studies

Continued from Page 1

year for publication before you get knowledge out in the field," he continued. "We want to ask people close to the ground to come up with ideas on an ongoing basis so that, as exciting things are happening around the country, we have the partnerships in place to develop a research program to learn from those innovations."

Research will also be conducted in two areas specifically mentioned in the 1994 Crime Act as NIJ-mandated research areas — law enforcement family support, which will examine the stresses law enforcement careers can place on families, as well as related issues such as alcohol abuse, domestic violence, stress-related health problems and suicide. The other will examine the police use of force with the goal of formulating strategies to prevent and

control the incidence of unnecessary force by law enforcement. NIJ anticipates supporting up to five awards totaling \$500,000 in these two areas.

The solicitation is available electronically via the National Criminal Justice Reference Service Bulletin Board, which can be accessed via the Internet. Telnet to ncjrsbs.apseusys.com or gopher to ucjrs.apseusys.com:71. Those without Internet access can download the solicitation by dialing the NCJRS Bulletin Board via modem, at 301-738-8895. Set modem at 9600 baud, 8-N-1. Printed copies can be obtained by writing to: Solicitation for Policing Research and Evaluation, National Criminal Justice Reference Service, Box 6000, Rockville, MD 20849-6000. Telephone: 800-851-3420 /

Detecting stress to prevent misconduct

By Dan Flynn

The fact that police officers experience high levels of job stress is well established, as is the reality that high stress is unhealthy and often has a negative impact on an officer's job performance. Officers experiencing high stress, or distress, typically exhibit high accident rates, prolonged tension, low morale, and general irritability. These are traits that can lead, in turn, to less-than-optimal officer conduct toward the public, such as courtesy, anger, and occasionally the inappropriate use of force. When multiple officers experience unhealthy levels of job stress, the collective result is detrimental not only to the officers, but also to their department's fundamental performance and public image.

Even as the police community strives to improve the quality of service through initiatives such as community policing, progress in the area of police-community relations is often overshadowed by citizen complaints of officer misconduct. Some complaints ultimately prove to be valid while others are not, but most are the result of citizens who perceive they have been mistreated in some way. It follows, then, that if a department is to put forth its best efforts to improve overall quality of service, it must detect and seek to reduce, to the greatest extent possible, officer stress and its negative consequences.

Reducing police officer stress has long been a stated objective of the police community. We have developed stress awareness programs, employee assistance programs, wellness and physical fitness programs, and employee medical benefits that cover treatment for stress-related ailments. Nonetheless, we still tend to convince only a dedicated few officers of the importance of personal stress management. Too often we wait until an officer has become involved in a personal or performance-related crisis before insisting that he or she receive psychological counseling or other assistance. By that time, in many cases, there already has been damage to the officer's career and to the public's confidence in the department.

Looking for clues

In order to identify stress early enough to prevent destructive consequences, it is advantageous to implement a process that is sensitive to early warning signs. Such signs are often not apparent to the officer, due to the insidious nature of stress. Yet patterns of certain kinds of behavior, such as serious disputes with citizens and/or co-workers, or an above-average rate of using force, can be very predictive of more serious stress-related episodes to follow. Even though not all complaints and disputes are the fault of the involved officer, a process that allows a review of those events is invaluable. It makes it possible to reach officers who may be experiencing an escalating level of stress, before it gets out of hand and results in serious misconduct.

Certainly it is not possible to prevent all forms of officer misconduct, and not all forms of misconduct are

stress-related. Yet a high percentage of the citizen complaints and disciplinary matters addressed by supervisors, internal affairs units and civilian oversight boards are the result of officer stress. It is possible to reduce such events significantly through an effective means of early identification and intervention. For this express purpose, the Metro-Dade Police Department developed—and successfully uses—an Early Identification System.

Administered by the Metro-Dade Police Department's Professional Compliance Bureau, the Early Identification System provides a systematic review of complaints, use-of-force incidents, shootings, commendations and awards involving department

or not there is a need for further research. In most cases, there is no such need.

A monthly red flag

The first part of the Early Identification System that provides an affirmative alert or red flag of an employee stress problem is the monthly report. Designed strictly to highlight tendencies that may otherwise be overlooked with regard to complaints and allegations, the monthly report merely alerts the supervisor to take notice.

The monthly report lists officers who have been the subject of two or more complaints in the 60-day period preceding distribution of the report

and the extent of injuries incurred.

Like the monthly report, the quarterly report has a standard cover page and separate pages attached for each officer identified. It is disseminated from the Director (the chief of police) to the unit commander of each officer. However, each commander only receives the attachments for the officers in his or her command.

Unlike the monthly report, however, the quarterly report requires that the unit commander review each complaint and use-of-force incident in detail, and consider them collectively in relation to any other factors they may be aware of involving the subject officer. Factors such as excessive absenteeism, recent arguments with

not, however, as much an early identification method as the monthly and quarterly reports, although it still indicates potential long-term stress or behavior problems. It lists all officers who have been involved in any of the following in a 12-month period: four or more complaints; seven or more use-of-force incidents, or two or more shooting incidents.

The annual report identifies officers who do not necessarily meet the criteria for the quarterly report, but are showing a pattern of complaints or uses of force that warrants review.

Win-Win-Win

The Metro-Dade Police Department implemented the Early Identification System in October 1982, following a three-year period marked by an unusually high number of citizen complaints. In the two years that followed, there were dramatic decreases in the numbers of officers who received two or more complaints, or three or more use-of-force incidents, within a three-month period. From 1984 until the present, neither the number of complaints nor the use-of-force incidents had risen to even half of what they were in 1982, while there have been continual increases in the department's manpower levels. Interestingly, though, the number of internally generated complaints has increased while the number of citizen complaints has decreased. In addition, the percentage of complaints that have been sustained after investigation has increased over the years.

There have been a number of enhancements in the Metro-Dade Police Department's personnel practices since 1982, such as psychological testing of recruits, employee drug screening, and human diversity training, all of which have contributed to reductions in complaints and use-of-force incidents.

If the commander believes the subject officer to be exhibiting stress-related behavior, there are several possible courses of action that may be initiated. The actions, which are based on the nature and severity of the problem, include:

¶ Refer the officer to the department Health Services Program for counseling or referral assistance by staff psychologists.

¶ Refer the officer, voluntarily or mandatorily, to the department's Stress Abatement Training Program;

¶ Place the officer on temporary light duty or relief of duty;

¶ Initiate informal counseling of the officer by his or her supervisor;

¶ Initiate formal counseling or corrective action as appropriate.

Regardless of which form of intervention is taken, the commander must respond back to the Police Director in writing, indicating the assessment and any intervention taken. If no intervention is taken, the commander must articulate specific reasons for not doing so.

More often than not, after a close review of the complaints, use-of-force incidents and related factors, the commander finds that the above-average number of complaints and uses of force are coincidental, or are proportionate to an above-average number of arrests or other enforcement activities on the part of the officer. In such cases, the commander may have the officer's supervisor merely monitor the officer's performance for a few weeks, or mention to the officer that he was listed on the Early Identification Report and suggest that he monitor his own performance.

The final element of the Early Identification System, the annual report, requires the same dissemination and response as the quarterly report. It is

"We tend to convince only a dedicated few officers of the importance of personal stress management. Too often we wait until an officer has become involved in a crisis before insisting that he or she receive assistance. By that time, in many cases, there already has been damage to the officer's career and to public confidence in the department."

employees. It is a time-sensitive system, designed to effectively organize employee data in a format conducive to prompt identification of early indicators of employee stress. The data are provided to supervisors in a timely manner for evaluation and, as needed, intervention.

The foundation of the Early Identification System is the employee profile process. For each employee, the department maintains a profile that serves as a central index of significant events involving the employee. The events include complaints, use-of-force incidents, discipline, formal counseling, commendations, awards and promotions. Of the complaints, the only ones listed are those where the identity of the complainant is known. Each listing includes the nature of the allegations, case file number, and case disposition.

Employee profiles are maintained at the Professional Compliance Bureau, and they are available for review by department supervisors anytime. The profiles are useful for supervisors who, on an ad hoc basis, need to evaluate an employee to determine if he or she is exhibiting a pattern of behavior indicative of a stress reaction. Employee profiles provide good indicators of long-term patterns of employee behavior, and quantify the employees' long-term histories of performance, both positive and negative.

The profiles provide several secondary benefits beyond their fundamental purpose of stress identification. Most notably, they are an excellent resource for supervisors when preparing employee performance evaluations, making selections for assignments to specialized units, making selections for training attendance, and preparing other personnel actions. Profiles also serve as an excellent source for the department command staff in making promotional decisions. Rather than poring over thick personnel files, commanders need only review employees profiles, which quickly indicate whether

For each complaint, it lists the officer's name and badge number, date and brief description of each complaint, and a copy of the officer's complaint history (from his or her employee profile).

To be effective, the monthly report must be current, and that often requires listing complaints for which the investigation has not yet been completed. Thus, dissemination of the report and its contents is at the discretion of the internal affairs commander. Still, within the spirit of the Early Identification System, most complaints are not so sensitive that their mere existence cannot be disclosed to the involved employee's supervisor.

The monthly report is distributed to the commander of the department unit to which the officer in question is assigned. It is only for informational purposes, and no formal action or response is required. The supervisors in the officer's chain of command merely review the report and determine if any immediate action is necessary. Usually they only need to discuss it briefly with the officer and begin to monitor the officer's behavior. If a problem is noted, the supervisor may assign the officer to attend stress abatement training, or refer the officer to voluntary or mandatory psychological counseling.

Digging deeper

The quarterly report, which tends to be a substantial indicator of potential stress-related problems, lists both complaints and use-of-force incidents. It lists all officers who have been involved in two or more complaints or three or more use-of-force incidents in a three-month period, and for each complaint it lists the officer's name and badge number, the name of each complainant, a brief description of each complaint, and the disposition of each complaint. For each use-of-force incident, the quarterly report lists the officer's name and badge number, the name of the subject on whom force was used, the date of each incident,

(Dan Flynn is a major with the Metro-Dade County, Fla., Police Department, where he serves as commanding officer of the Professional Compliance Bureau.)

MOVING?

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Goodbody:

'Blue flower pots' vs. 'the Marines'

By William L. Goodbody

The allocation of police resources is an issue central to community policing, which has inspired the creation of many very humanistic endeavors. When one reads through the literature concerning the types of services various police departments are providing under the rubric of community policing, once again a concern arises as to whether departments are setting themselves up for a redefinition of the police role that will lead to unrealistic expectations.

Having officers take kids to ball games, escort seniors on shopping trips and teach drug awareness are all utilitarian endeavors. Not only do they help foster better community relations, it can be argued that they are the proverbial ounce of prevention. If these and the many programs like them are a success, how many cops can a city afford to have inside schools, at ball games, or on shopping trips? This is not meant sarcastically. The question really is, how far has the already over-expanded police role expanded still further, and can police departments meet the exponential demand for service they will face? This increased demand for service, based on the expansion of the police role, may dwarf whatever demands for service community policing promises to relieve from the 911 system.

All of this must be measured against the crime and quality-of-life problems that the public holds the police strictly accountable for. It is arguable, sociologically speaking, that vastly expanding programs for children will address many inner-city crime and quality-of-life issues. The question, however, becomes whether the police should be assuming more of these responsibilities. There is an enormous difference between assisting in organizing a program and being held administratively responsible for it. When other agencies fail to cooperate, or community enthusiasm is hard to

Community Policing: The View from the Sergeant's Desk (Third article in a series.)

come by, enter the agency of last resort. The police are already posted, full-time, in many city schools. Add to this the youth officers, the Police Athletic League, the drug awareness teacher/cops, and more, and we have to consider how far the rising expectations of the public will expand the police function.

These rising expectations are not limited to the young or to the schools; they are rising on all fronts. Expanding these types of programs is taking the police well beyond their law enforcement and peace-keeping roles. It is in this context that we now appear to be suggesting that the police be part of the larger human services system, and their role infinitely expanded. How expanded is this? Most importantly, have we stopped to consider what your average street cop

It is arguable that vastly expanding programs for children will address many inner-city crime and quality-of-life issues. The question becomes whether the police should be assuming more of these responsibilities. There is an enormous difference between assisting in organizing a program and being held administratively responsible for it.

(William L. Goodbody, Ph.D., is a sergeant with the New York City Police Department. He holds a Ph.D. in sociology from Boston College. Opinions expressed in this article are those of the author and do not necessarily reflect the views of the NYPD.)

is going to think about all of this? Even the most open-minded officers might have some difficulty with this expansion of the police role.

Within the police department itself, if community policing drifts from the law enforcement role, it risks becoming a separate entity. One department remains committed to rapid response and "criminal matters," while the other becomes associated, based on subcultural prejudices, with public relations. Thus, the "real" cops see themselves as the Marines, while the other cops are doing P.R. work. Because the police are unique in their strong occupational subculture, replete with its own values and norms, even community police officers will defer the "real job" to patrol. In order to avoid this, community policing must work with patrol and stick to a law enforcement emphasis. It is the only way it will ever become a part of everyday practice.

The traditional police bureaucracy, and all the attendant attitudes and practices it embodies, still rules the organization and mentality of policing. Addressing the quality-of-life and order-maintenance issues that are often precursors to crime should be a part of the police philosophy. If patrol cops see real progress in addressing these types of issues, the value of community policing will become apparent to the officers and the community alike. If not, the bureaucracy will corner community policing, define it as public relations, and kill it as an alternative to traditional practices.

Community cops are seen as those who have tired of "real police work" and now go to meetings that have little impact on routine patrol, or do all those public relations functions, such as teaching in schools or escorting shopping trips—tasks that constitute the "other" police department. It's the "blue flower pots" vs. the "Marines." The police subculture will be quick to seize upon the distinction and exacerbate the

difference.

David Kennedy noted in 1993 that police departments "can use community and problem-solving policing strategies to achieve ambitious crime-control programs." He's right, and never mind that they can use it—they had better use it for crime control or lose this quiet revolution to the next public outcry over increasing crime and its direct relationship to increasing numbers of blue flower pots. When the pressure is on, the public—rightly or wrongly—wants to see the police confronting crime head-on. Community policing must become analogous with the traditional law enforcement strategy if it is to transform existing practices. In order to accomplish this, the definition of the role and function of problem-solving community policing will have to be tightened and sharply focused. Law enforcement and crime causation are what the focus should be on. If community policing is faltering in New York City or anywhere else, the use of a vague and all-embracing definition is part of the problem.

[Coming up: The nature and scope of bureaucratic reform required by community policing.]

Rechtschaffen:

No criminals in America

By O.H. Rechtschaffen

After more than 30 years of research and contemplation, I have concluded that there are no criminals in America—only victims of racism, discrimination, poverty, unemployment, urban decay, guns, drugs, alcohol, single-parent families, child abuse and neglect, poor diets, inferior schools, job stress, television and movie violence, uncontrollable anger, and temporary insanity.

Even if caught red-handed, many criminals will claim: "I didn't do it! Someone else [or something else] made me do it! I'm a victim, just like the person I killed [or raped, or robbed]!"

Criminals blame everyone except themselves—their fathers, mothers, brothers, sisters, sons, daughters, spouses, neighbors, friends, employers, other racial, ethnic or religious groups, the devil, God, society as a whole, and, above all, their victims.

In other words, the victim asked for it. He or she had it coming.

In a recent case in Fort Worth, lawyers for an 18-year-old defendant, who had admitted killing two unarmed men, argued that the defendant was a victim of "urban survival syndrome." Defense lawyers described the syndrome as "a sort of mind-fix that comes over a black man living in an urban neighborhood when he is threatened with deadly force by another black male."

Relatives and friends of a teen-ager killed in San Antonio by a citizen for painting a nightclub with graffiti in the early morning hours blamed

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(O.H. Rechtschaffen teaches government at San Antonio College. He has been a professor of political science and public justice at the U.S. Air Force Academy and at St. Mary's University in San Antonio.)

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All the help Feds can get

Counterterrorism act takes shape in response to Oklahoma City bombing

Given the outrage and grief engendered by the Oklahoma City bombing, there is little doubt that the Omnibus Counterterrorism Act of 1995 will pass with flying colors and no undue delay — as indeed it should.

BURDEN'S BEAT

By Ordway P. Burden

The Federal Bureau of Investigation and other law enforcement agencies deserve all the help they can get in dealing with terrorism, and the act is designed to give it to them. The Republican leadership in Congress has indicated willingness to go along with President Clinton's proposals, although in the Senate they may try to tack on an amendment to limit appeals by convicts on death row, an issue dear to the GCP's heart.

Both parties appear solidly behind the plan to add 1,000 new Federal agents, prosecutors and support staff to fight terrorist acts and threats, and to create a Domestic Counterterrorism Center under the leadership of the FBI. Likewise, there is broad backing for provisions to make it easier to trace fertilizers and other raw materials used in homemade bombs by putting "taggants" in them and to increase penalties for illegal transfers of explosives or firearms used in violent crimes.

Some objections were raised to the counterterrorism act's proposals that would enhance the FBI's authority to use wiretaps and to check credit, travel and hotel records of suspected terrorists. A few legislators worried that the provisions would threaten the privacy of innocent citizens. Federal agents already have the right to infiltrate terrorist groups if they have a reasonable belief that crimes are being plotted. FBI Director Louis Freeh assured Congress: "We are not seeking new powers. We are seeking the resources and the tools to use the authority we already have."

That authority, however, may now be subject to a different spin, Freeh said. Under questioning by a Congressional subcommittee on May 3, both Freeh and Deputy Attorney General Jamie S. Gorelick said the Clinton Administration had decided to "reinterpret" Federal guidelines so as to permit the Government to conduct wide-ranging investigations "with respect to a domestic terrorism

group if the group advocated violence or force with respect to achieving any political or social objectives." There would be no need for Federal law enforcers to have evidence of an imminent or actual commission of a crime.

The investigative guidelines, adopted in 1976 and last revised in 1983, state:

"A domestic security/terrorism investigation may be initiated when the facts or circumstances reasonably indicate that two or more persons are engaged in an enterprise for the purpose of furthering political or social goals wholly or in part through activities that involve force or violence and a violation of the criminal laws of the United States."

Freeh insisted that the new interpretation, which would not require legislation, "is clearly within the language of these guidelines, and will give me and the agents who are responsible for carrying out that mandate full confidence and full authority to conduct those investigations."

A change in FBI investigative practices, whether through legislation or reinterpreted guidelines, would be a welcome move in the eyes of Oliver B. Revell, a former senior FBI official, who said existing standards are out of sync with the modern world, in which terrorists may acquire powerful weapons — even nuclear ones.

"The problem is that these rules require we have a criminal predicate before we investigate," Revell told The New York Times. "That means you have to wait until you have blood on the street before the bureau can act. You can't prevent what you don't know about and you can't know about a group if you can't investigate until after they have committed an act of terrorism."

Whether the FBI and other agencies will step up electronic surveillance of terrorist groups if they get free rein is an open question. The New York Times checked Treasury Department records and found that wiretaps and other listening devices that are currently allowed have played a minuscule role up to now in fighting terrorism. Almost all such taps have been for drug, racketeering and gambling investigations, the newspaper said.

The Times reported: "From 1983 to 1993, the number of annual bombings in the United States more than tripled, and until this year, the record year was 1993, with 49 deaths and 1,323 injuries, according to the Treasury Department. Yet the last known request for surveillance in a bombing, arson, or firearms case occurred in 1988 and all told, only 16 of the 8,800

applications for eavesdropping filed by Federal and state authorities from 1983 to 1993 specified they were for arson, explosives or firearms violations." Over the same 10 years, more than 5,000 of the taps were in drug cases.

At this writing, Timothy J. McVeigh and Terry Lynn Nichols are still the only suspects in the Oklahoma City bombing. McVeigh, an alienated young Army veteran and drifter, appears to consider himself a prisoner of war rather than an alleged terrorist murderer. He seems to share a hatred for authority — especially the Federal Government, and most especially the Bureau of Alcohol, Tobacco and Firearms and the FBI. For that reason, and because he apparently attended at least one meeting of the Michigan Militia, the spotlight has shown on the self-styled militias there and elsewhere. The one thing they have in common is a distrust of the Federal Government.

There is some question whether groups that call themselves militias really are. Said Robert Seidler, a law professor at Wayne State University in Detroit: "What is called the Michigan Militia is a private organization. They could call themselves the Michigan Nuts. They are not a militia in any legal sense. There is no law against grown men dressing up in camouflage uniforms and playing soldier with legally acquired weapons."

Forty-one states now have laws banning private military organizations or militias. Seven of these states and 17 others prohibit private paramilitary training if it might affect civil law and order. But some experts on extremist groups believe the states have been slow to enforce those laws.

So-called militias and paramilitary groups may present increasingly frequent problems for law enforcement because it is not always clear that they are violating laws. The difficulty is determining intent. Most state laws barring paramilitary training do so to keep the public peace. But what if the group appears to pose no immediate threat to the peace?

(Ordway P. Burden is president of the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence to his office at 24 Wyndham Court, Nanuet, NY 10544-1845. Seymour F. Maltin, the executive director of LEAF, assisted in the preparation of this article.)

The sinking of the monitor:

Illinois radar-cancer lawsuit runs aground

The status of a lawsuit filed last year by cancer-stricken police officers, who sought the establishment of a medical-monitoring system for police radar users, appears to be in doubt following an Illinois judge's refusal to clarify her previous decision to dismiss the suit without comment.

At a May 10 hearing, Cook County Circuit Judge Margaret Stanton McBride denied a motion to clarify that was filed by Norman Rifkind, an attorney representing six police radar operators in a class-action civil complaint that McBride had dismissed in February.

McBride did leave open the possibility of resuming the lawsuit, giving Rifkind 28 days to file an amended complaint, "which we will now consider doing," the attorney told Law Enforcement News.

Rifkind had filed the lawsuit in April 1994 on behalf of the six police officers — all of whom are suffering from rare forms of cancer they believe may be linked to their long-term use of radar.

The lawsuit sought the establishment of a medical-monitoring system by five of the nation's largest radar manufacturers to cover damages sustained by the plaintiffs and other radar-using police officers.

It was the first use of a medical-monitoring strategy in lawsuits arising from the radar controversy, none of which has been successful since the first suit was filed in 1991. At the time, Rifkind told Law Enforcement News

that it had been used in other cases brought by residents who lived near factories, utilities and other sites that produced hazardous wastes. [LEN, April 30, 1994]

Acting on a motion filed by attorneys representing three of the defendants — Kustom Signals Inc., MPH Industries Inc. and Decatur Electronics Inc. — Judge McBride on Feb. 27 dismissed the lawsuit without comment. "It was as bizarre a thing as I've seen in my 10 years of practice," Rifkind told LEN recently. "I have never had a judge rule on a motion without comment. We have absolutely no idea why she granted the motion, whether she thought there was something procedurally defective that we could amend or that she thought Illinois would not recognize a claim for medical monitoring."

Rifkind conceded that since McBride made no comment on her action "it makes it somewhat problematic" to refile the lawsuit. "She's given us 28 days to refile an amended complaint, and we will consider whether we are in a position to do so."

Patrick Morris, an attorney representing MPH Industries, did not return calls from LEN for comment. He had argued that even if it were shown that radar devices could increase an operator's risk for developing cancer, it would not give the plaintiffs a basis to sue. Defense lawyers contended that Illinois state law requires proof of

responsibility for specific injury.

"Illinois has a very strong injury-in-fact requirement," Morris told Microwave News, a publication that tracks issues relating to electromagnetic radiation and microwave emissions. He added that the requirement is less clear-cut in other states, such as California, New York, Ohio and Pennsylvania.

The officers, who work for law enforcement agencies in California, Illinois, Maryland, Ohio and West Virginia, "took [the dismissal] well," Rifkind said. "They know it's a tough row. We have not sought compensation for damages, and we are pursuing a novel theory. There aren't many jurisdictions that have addressed it, and for those who have, there aren't

many that have allowed it."

Rifkind said that if the judge rules that Illinois law does not recognize such a claim, there is a "substantial likelihood" he will file the suit in the state's highest court, the Illinois Appellate Court, "and further if necessary." "Everyone knows it's an uphill battle, but it's one we think is worth fighting," he said.

For \$5, New Jerseyans may be allowed to comb criminal files

New Jersey residents and businesses may soon be able to check the criminal backgrounds of job applicants, renters and others for a \$5 fee, under a proposal unveiled this month by state Attorney General Deborah Poritz.

But the plan to make the information more readily available to the public drew immediate criticism from the American Civil Liberties Union of New Jersey, which said "inaccurate" and "incomplete" information in state files could unfairly jeopardize a person's ability to get a job or rent an apartment.

Poritz said May 9 that while the information about a criminal's past is already open to public review through police and court records, "valid public safety reasons" exist for making it easier to access the data.

"The changes are based on the

premise that criminal history information is public information, and that the public has a right to know about arrests, indictments, convictions and sentences, as well as acquittals and dismissals," she said.

Currently, those wishing to check someone's criminal records must appear in person at the courthouse where they believe the crime was adjudicated. Under Poritz's proposal, the records could be requested directly from the State Police. Those making requests would have to provide the subject individual's date of birth or Social Security number. For the same \$5 fee, people could review their own records and demand correction of any errors.

Ed Martone, the executive director of the state ACLU, told LEN that his group sees the proposed \$5 fee as a

"fundraising, profit-making endeavor." But the group's main concern lies with the possibility that records could be used to hurt job- or apartment-seekers.

"Somewhere between one-quarter and one-third of the population has had some kind of an arrest or brush with the law in some way or another," he said. "A lot of people would potentially not be able to find work, an apartment or maintain other relationships because an arrest record keeps popping up."

Martone said the group will file its objections with Poritz's office during the 30-day period of public comment that will precede adoption of the proposal. "It's a tricky [issue] for us, frankly, because we believe in open government and in public access to public records," he said. "The question here is, where do you draw the line?"

No criminals in America, only 'victims'

Continued from Page 8

the city for not providing enough recreational programs for young people. Outraged citizens asked in reply, "What kind of programs should the city provide at 2:45 in the morning?" It is generally assumed, after all, that kids are sound asleep at home at this time.

The Menendez brothers in California claimed that they were justified in killing their parents in order to free themselves of their abusive and domineering father. (Mother, of course, also had to go.)

An FBI agent, who stole money to pay for his gambling activities, won his job back when a judge ruled that he was the victim of the compulsive gambling syndrome.

Colin Ferguson, the man who opened fire on a crowded commuter train and was found guilty of six counts of murder and 19 counts of attempted murder, said he was in fact the innocent victim of a CIA and white plot to discredit him and his race.

A Lebanese man, who killed two Jews in New York City, explained that he did it because of his traumatic childhood experiences in Beirut.

Many sociologists, criminologists and politicians claim that the basic

underlying causes for the high rates of crime and violence in America are unemployment and poverty.

Paul Hahn, a professor of criminal justice at Xavier University, writes, "You would cut crime more in this country if you would reduce unemployment by 2 percent."

This is sociological dogma and nonsense which many of my academic colleagues have been teaching in their classrooms for decades, raising generations of criminal justice practitioners, public officials and community leaders who make professional decisions based on questionable premises. It is axiomatic that if basic assumptions are faulty, everything that follows from them is bound to fail. The frightening explosion in crime and violence in this country since World War II attests to this truism.

Dr. Richard D. Fisher, a physician from Sun City, Ariz., explained what many see as the real underlying causes of crime and violence in America:

"The grisly statistics are a direct result of failed government policy of the past 30 years. More precisely, it is the faulty socialist premise of ending poverty by forced redistribution — welfare — that has created the underclass, something that would have never emerged otherwise. By subsidizing unwed teen-age mothers, welfare has spawned an increasing number of young men who have neither normal family structures nor productive working fathers to serve as role models. Instead, they have turned to the street for moral guidance with our current plague of sociopaths as a consequence."

There is, in fact, credible evidence that crime may actually increase when economic conditions are favorable and decrease during periods of economic recession or depression.

For example, sharp increases in crime and violence between 1961 and 1969 cannot be attributed to unemployment. In 1961, the unemployment rate was 6.6 per 1,000, and the crime rate was 1.9 per 1,000. By 1969, unemployment had been cut by more than half, to 3.4, while the crime rate nearly doubled to 3.7 per 1,000. During the

same period, the robbery rate nearly tripled.

During the Depression years of the 1930's, crime rates were relatively low, and during the recession of 1980-1982 there was a small but discernible drop in crime.

James Q. Wilson and Richard Herrnstein, in their book "Crime and Human Nature," noted that during the 1960s San Francisco's Chinatown had the highest unemployment and poverty rates — and the lowest crime rate.

The Los Angeles Times found that during the L.A. riots, most of the looters were not unemployed, they were not hungry — they were persons with criminal records who had no sociological or political motivations. They preferred stealing electronic gear, guns, liquor, clothing and auto parts. Food and other necessities made up only 9 percent of what was looted.

Furthermore, the charge that un-

employment and poverty are the major causes for crime and violence is an insult to lower-income groups. If this were true, most of our poor would be involved in criminal activity. They are not. The overwhelming number of poor people live as honest a life as they can.

On the other hand, our middle and upper classes should be free of temptation to commit criminal acts. They are not. "Upperworld" criminals victimize the elderly, the sick and the consumer, bribe foreign officials, overcharge the government, steal from the public purse, cheat on their taxes, and manipulate the financial markets.

Unemployment and criminality have the same causes: substandard education, an aversion to hard work and hard study, and weakness of character. Decent, hard-working Americans who are laid off do everything in their power to find other jobs, and the overwhelming number succeed. They do not re-

sort to crime.

The overwhelming number of criminals are self-employed or use their jobs as a means to pursue their criminal activities. The criminal profession is safe, profitable, tax-free, and blessed with unlimited opportunities. Working conditions are excellent — a few hours a week, no expenses, no economic ups and downs or periods of unemployment.

The risks are minimal. Less than 3 percent are ever arrested, convicted and incarcerated. If imprisoned, all necessities of life are provided free of charge — food, housing, medical and dental care, TV, sports and recreation, schooling, even furloughs.

Many leave imprisonment with greatly improved skills to resume their criminal careers. Criminals are bullish on America. They love this country. Even foreign criminals come here in droves. God bless America.

Saga worthy of Hollywood rocks Georgia town's police department

Continued from Page 5

Cassotta was terminated "for gross insubordination in its purest form." The Chief also lied to Valdosta Mayor James Rainwater about officers cleaning the bathtub in which the bodies were discovered. Prosecutors contend that officers scrubbed away valuable fingerprint, hair, fiber and other evidence that could have aided their case against Cassotta.

The report also criticized Spray, who was out of town at the time the murders were discovered, for failing to ask for assistance from GBI or the Lowndes County Sheriff, and speculated that GBI was not called because it had investigated theft charges against Spray in 1982.

Whitfield, who was acting chief during Spray's absence, also failed to request assistance from an outside law enforcement agency, the report said. He advised Spray that "everything was under control at the scene," and used a telephone in the home before it

could be checked for fingerprints.

Croft "caused evidence to be concealed or destroyed" and failed to keep a log of who entered the crime scene. The report said as many as 35 people had traipsed through the home on the day the murders were discovered. Croft failed to secure the crime scene or collect the victims' clothing, ordered the bathtub scrubbed, failed to check surfaces in the bathroom for fingerprints or seize the tub's drain and tap for trace evidence or ask GBI to examine the bodies for fingerprints, the report said.

Croft failed to ensure that the victims' hands were secured to preserve trace evidence and did not preserve a blood smear on the wall of the tub. Nor did Croft take a formal statement from Cassotta. Instead, the report said, he ordered an investigator "who had a close relationship" with the officer to interview him on the afternoon the bodies were found.

Neither Croft nor Smith checked the eyes of either victim for signs of "petechial hemorrhage," which could have indicated strangulation. An autopsy later determined there was evidence of such a condition in Jones's eyes. The report added that Smith had cleaned the bathtub with disinfectant, failed to obtain blood and feces samples from the tub, failed to preserve the victims' hands to preserve nail scrapings and did not secure the body bags to make them tamperproof.

Smith, who had investigated five other homicides but had received no formal training in murder investigations, admitted he was not adequately trained to process the crime scene. Two trained crime-scene technicians employed by the Police Department were not called to the scene.

Given the totality of the physical evidence at the scene of the brutal murders of Donya Jones and her son Seth, it is difficult to understand how any police officer or detective could have come to any conclusion other than this was a double murder, staged to appear as a murder-suicide," the report concluded. "There is little, if anything, to suggest Donya Jones had killed her son, then killed herself."

Richard L. Hyde, the investigator

with the Attorney General's office who reviewed the murder probe, recommended that the case be referred to the Georgia Peace Officers Standards and Training Council, which certifies law enforcement personnel, for "possible action" against the four police officials, which could include invalidating their certifications. He also recommended that POST retrain the Police Department "to ensure that these types of errors do not occur in the future."

June Fogle, an assistant district attorney for the Eastern Judicial Circuit in Savannah, which was appointed by a judge to handle the case against Cassotta after local prosecutors bowed out, said the Attorney General's findings confirmed prosecutors' suspicions about a police cover-up.

"If this investigation had been conducted before the trial, and all of this would have come out, we may have had a better shot," Fogle told LEN. "We were prohibited by the judge from bringing up any police misconduct in the investigation. Our hands were tied as far as arguing any specific cover-up."

While Cassotta cannot be retried for the murders, Fogle said new charges against him — perhaps Federal civil rights violations — are not to be ruled out. Cassotta admitted during the trial he had lied on a Federal housing loan application, said Fogle, which could lead to charges unrelated to the murders. White confirmed that GBI is investigating Cassotta's admission.

As for the theft charges against the ex-Chief Spray, White told LEN that Spray allegedly kept two pickup trucks, a van and eight portable generators that were donated to the Police Department by the Georgia Emergency Management Agency, which provides surplus military equipment to law enforcement agencies. "We are going to ask the grand jury to look at other charges in addition to the thefts, such as violation of oath of office, which is a felony," White said.

White added that GBI officials were to meet with Federal officials in mid-May. "They are looking at taking it through the Federal system, which is what we'd prefer to do with this particular case."

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Upcoming Events

JULY

9-13. Vehicular Homicide/DWI Conference. Presented by the Northwestern University Traffic Institute. Chicago. \$390.

10-11. Executive/VIP Protection. Presented by the Executive Protection Institute. Dallas.

10-12. The Reid Technique of Interview & Interrogation. Presented by John E. Reid & Associates. Omaha, Neb. \$520.

10-12. The Reid Technique of Interview & Interrogation. Presented by John E. Reid & Associates Eagle River, Wis. \$520.

10-12. The Reid Technique of Interview & Interrogation. Presented by John E. Reid & Associates Phoenix. \$520.

10-13. Police/Media Relations. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$425.

10-14. Gang Resistance Education & Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Tucson, Ariz.

10-14. Court Security. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

10-14. Instructor Training. Presented by Public Safety Training Inc. Toledo, Ohio.

10-14. Managing Criminal Investigators & Investigations. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

10-14. Investigation of Motorcycle Accidents. Presented by the Institute of Police Technology & Management. Tallahassee, Fla. \$450.

10-14. Police Internal Affairs. Presented by the Institute of Police Technology & Management. Cincinnati, Ohio. \$450

10-14. 22nd Annual Training Seminar for Law Enforcement Chaplains. Presented by the International Conference of Police Chaplains. Birmingham, Ala.

10-15. Advanced Commercial Vehicle Accident Investigation & Reconstruction.

Presented by TEEX — Law Enforcement & Security Training Division. Louisville, Ky. \$450.

10-21. Firearms Instructor Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

10-21. Physical Fitness Coordinator Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

10-21. Advanced Accident Investigation. Presented by TEEX — Law Enforcement & Security Training Division El Paso, Texas. \$475.

10-21. Advanced Traffic Accident Investigation. Presented by the Institute of Police Technology & Management. Heathrow, Fla. \$595.

10-21. Traffic Accident Reconstruction. Presented by the Institute of Police Technology & Management Phoenix. \$595.

10-21. AI-Scene Traffic Accident/Traffic Homicide Investigation. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$595.

10-Aug. 3. Marine Law Enforcement Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

11-13. Physical Security Managers' Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

11-13. Advanced Law Enforcement Photography. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

11-20. Advanced Interview Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

11-21. Microcomputers for Investigators.

Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

12-13. Violence in the Workplace. Presented by the Executive Protection Institute. Dallas.

14-15. How to Succeed In the Security Profession: Marketing Yourself or Starting a Business. Presented by the Executive Protection Institute. Dallas.

17-18. Corporate Aircraft Security. Presented by the Executive Protection Institute. Dallas.

17-19. The Reid Technique of Interview & Interrogation. Presented by John E. Reid & Associates Portland, Me. \$520

17-19. The Reid Technique of Interview & Interrogation. Presented by John E. Reid & Associates Spokane, Wash. \$520

17-21. Symposium for the School Resource Officer. Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$450.

17-21. Archeological Resources Protection. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

17-28. At-Scene Traffic Accident/Traffic Homicide Investigation. Presented by the Institute of Police Technology & Management St. Petersburg, Fla. \$595.

18-19. Perspectives on Transit Security in the 90's. Presented by Hernandez Engineering Inc. Seattle.

18-27. Officer Safety & Survival Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

18-27. Advanced Physical Security. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

18-28. Advanced Explosives Investigative Techniques. Presented by the Federal Law

Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

24-28. Police Internal Affairs. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450

24-28. Gang Resistance Education & Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

24-28. Semiautomatic Pistol. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

24-28. Basic SWAT. Presented by TEEX — Law Enforcement & Security Training Division. Bryan, Texas. \$350.

24-Aug. 4. Instructor Techniques. Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$595.

24-Aug. 4. Small Town & Rural Drug Enforcement Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

25-28. Basic Field Instructor Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

26-30. Crisis Management. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

31-Aug. 4. Airborne Counterdrug Operations Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Olympia, Wash.

31-Aug. 11. Firearms Instructor Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

31-Aug. 11. Telecommunications Fraud. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

31-Aug. 11. Criminal Investigations in an Automated Environment. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

AUGUST

1-10. Advanced Law Enforcement

Photography. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

1-10. Advanced Interviewing. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

7-9. Field Training for Communications Officers. Presented by the Institute of Police Technology & Management Clearwater, Fla. \$350

7-9. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates San Diego. \$520

7-9. ASIET Regional Seminar. Presented by Hocking College. Nelsonville, Ohio. \$225/\$250.

7-11. Underwater Search & Evidence Recovery. Presented by the Northwestern University Traffic Institute Evanston, Ill. \$390.

7-11. International Banking & Money Laundering. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

7-11. Executive & Diplitary Protection. Presented by TEEX — Law Enforcement & Security Training Division. Salzburg, N.C. \$325

7-11. Interview & Interrogation Techniques for Internal Affairs Officers. Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$450

7-11. Investigation of Motorcycle Accidents. Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$450.

7-11. Drug Unit Commander Seminar. Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$450

7-11. Forensic Animation of Traffic Crashes. Presented by the Institute of Police Technology & Management Jacksonville, Fla. \$795.

7-17. Law Enforcement Spanish. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training Tucson, Ariz.

7-17. Fugitive Investigation. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glync, Ga.

8-10. Street Survival '95. Presented by Calibre Press. Atlanta. \$179/\$155/\$105



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Community policing: Getting ready to move to the next level?

The Federally funded Community Policing Consortium tries to put its shaky past behind it and get on with the business of what it seems to do best: deliver training and technical assistance to local departments. **Page 1.**



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